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24 September 1980

MEMORANDUM FOR: ✓ Chief, Operations Group
Chief, Production Group
Chief, Analysis Group
Chief, Administrative Staff
Chief, Executive and Planning Staff
Chief, Daily Reporting Division

FROM:

[Redacted]

Deputy Director, Foreign Broadcast Information
Service

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SUBJECT:

Inspection of FBIS by IG Staff [Redacted]

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1. Attached are recommendations contained in the March 1980 report by the IG Staff relating to FBIS management. Assignment of action is indicated after each recommendation herewith reproduced. Appropriate pages of the IG Report are also attached. [Redacted]

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2. Please submit a memorandum to me by 1 December indicating progress in implementation. Our report to the DDS&T is due by 8 December. [Redacted]

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[Redacted]

Attachments:

1. Annex A - IG Recommendations, w/assigned action
2. Annex B - Pages from IG Report

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[Redacted]

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FBIS, (24Sep80)

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Distribution:

- 1 - C/Ops, w/atts
- 1 - C/Prod, w/atts
- 1 - C/AG, w/atts
- 1 - C/AS, w/atts
- 1 - C/E&PS, w/atts
- 1 - C/DRD, w/atts
- 1 - D/FBIS Chrono, wo/atts

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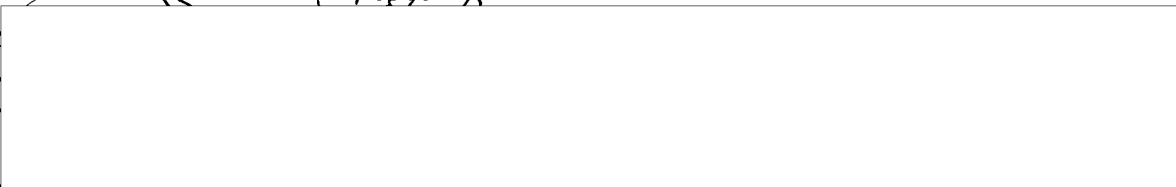
Annex A

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C1. The DDS&T and D/FBIS continue their efforts to develop as rapidly as possible a remote automated monitoring system to provide coverage of areas of interest to the Intelligence Community which cannot be met from existing sites.

Action: C/Ops.



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Action: C/AS, in coordination with O/L.

D1. The D/FBIS take action to enable the Liaison and Requirements Staff to conduct regular and effective evaluations of the FBIS product including JPRS.

Action: C/E&PS.

D2. The D/FBIS, as part of a regular requirements/evaluation process, review the Analysis Group's needs for extensive "mandatory texting" and for the Moscow-Beijing commentary lists (including the role of the Tabulation Unit at the London Bureau) and resulting statistics.

Action: C/AG; C/Ops, re London Bureau.

D3. The D/FBIS develop alternative means for covering those radio broadcasts from the USSR, East Europe, Middle East and Africa now handled by the BBC.

Action: C/Ops.

D4. The D/FBIS establish a policy that reception surveys be conducted before new FBIS bureaus are opened.

Action: C/Ops.

D5. The D/FBIS take steps to improve radio broadcast coverage of Central America (particularly of El Salvador, Honduras, and Guatemala) to ensure that policymaker and analyst needs are met.

Action: C/Ops.

managing, needs
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Action: C/Ops.

D7. The D/FBIS direct a survey of U.S. embassies in West Africa and customers in Washington to determine to what extent the Abidjan Bureau's coverage meets or exceeds their needs and adjust the bureau's requirements accordingly.

Action: C/E&PS, C/Ops re Abidjan Bureau. L&R

D8. The D/FBIS continue to monitor closely the dollar costs of FBIS operations at the Austrian and Okinawa bureaus--especially the

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costs of foreign national employees--with a view to determine if some parts of the bureau mission may be cut back or performed efficiently elsewhere. ←

Action: C/E&PS, (C/Ops re Austrian and Okinawan Bureaus.

D9. The D/FBIS institute a system for providing regular feedback to field bureaus on the substantive and editorial quality of their reporting.

Action: (C/Ops, with assistance from C/DRD.

D11. The D/FBIS extend the directed assignment policy now in effect for FBIS employees below grade GS-14 to all officers in grades GS-14 and above eligible for overseas assignment.

Action: C/E&PS, coordinating with C/AS.

D12. The D/FBIS develop training programs to assist newly appointed bureau chiefs and their deputies in the areas of supervision and financial management and to familiarize new editors with field procedures and area background--and to provide, as required, some language training for employees and their spouses--before they depart for overseas service.

Action: C/AS, coordinating with C/Ops, C/DRD.

Action: C/AS.

D14. The D/FBIS consider publishing a handbook which explains promotion criteria and the procedures of the new panel evaluation system.

Action: C/AS.

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D15. The D/FBIS require the Production Group to strengthen the supervisory responsibilities of division and branch managers within Production Group with regard to both performance standards of personnel and the quality of their product.

Action: C/Prod.

D16. The D/FBIS and the C/Production Group explore ways in which to encourage more effective use of and greater recognition of the unique talent and knowledge of some officers in the Production Group.

Action: C/Prod.

D17. The D/FBIS issue unclassified written directives defining the authority of foreign national associate editors, including policy guidance to enable them to cope with most of the selection and dissemination problems that might arise while they are exercising their responsibilities.

Action: C/Ops.

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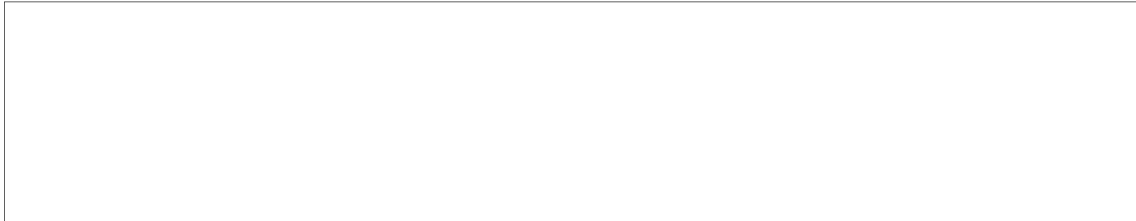
Action: C/AS.

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D22. The D/FBIS expand the Foreign National Panel to include the Foreign National Coordinator and invite other appropriate Agency components to appoint representatives to the panel in order to examine the status of FBIS foreign national employees worldwide and to make appropriate recommendations for change.

Action: C/AS.



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D24. The D/FBIS determine the propriety if sanitizing Agency regulations for dissemination as FB's and determine if more effective and efficient options are available than the duplication effort now involved.

Action: C/AS.

(p. 65, Ops Group) The D/FBIS continue to address and seek to improve the staffing and morale of its Communications, Field Coverage, and Engineering Staffs.

Action: C/Ops.

(p. 49, Prod Group) D/FBIS and C/Production Group explore ways in which to encourage more effective use and greater recognition of the unique talents and knowledge of some officers in the Production Group.

Action: C/Prod.

(p. 23, AG) The D/FBIS examine and clarify the role of the Analysis Group in the quality control of FBIS publications.

Action: C/AG.

(p. 23, AG) The D/FBIS, in consultation with the Comptroller, resolve the issue of the GS-14 position for the senior China analyst in the Analysis Group.

Action: C/E&PS.

(p. 17, Personnel Management) The D/FBIS strengthen the integrity of FBIS fitness reports.

Action: C/AS.

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Following recommendations relate to field bureaus and are assigned to Chief, Operations Group:

1. C/London Bureau institute a standardized editorial policy at London Bureau.

3. The C/London Bureau improve compliance awareness at London Bureau, partly by maintaining a policy guidance folder to be read by all newly arriving staff members and at least annually by all U.S. employees.

4. The D/FBIS authorize C/Austrian Bureau whenever an administrative vacancy occurs or sooner if he deems advisable to hire a part-time U.S. secretary to assist the bureau in handling classified information.

6. C/Nicosia Bureau reexamine the position of associate editor with a view toward termination or change to a part-time basis.

7. The D/FBIS and C/Tel Aviv Bureau continue efforts to improve reception from remote sites in Israel.

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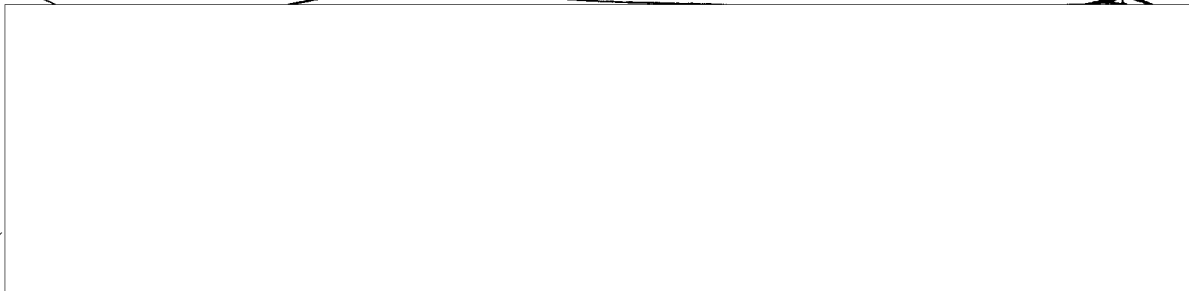
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✓ 13. The D/FBIS ensure that reception from prospective antenna sites in northern Greece be tested as extensively as possible before any plans to set up a permanent bureau are implemented.

✓ 14. The C/Athens Unit be required to prepare fitness reports on the unit's foreign employees.



✓ 17. C/Abidjan Bureau continue efforts to improve reception of radio programs currently covered and to establish coverage of countries whose radios are not presently heard in Abidjan. This may require remote access to the Ivory Coast antenna array and cruising monitorial assistance from FBIS Headquarters.

✓ 18. The D/FBIS instruct the Chief, Operations Group, in consultation with the Chief, Analysis Group and key consumers, to determine whether Hong Kong Bureau may do more excerpting from PRC press articles on which full texting is not mandatory.

✓ 19. Chief, Seoul Bureau arrange to provide formal English training for foreign national employees, as needed.

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B1. The DDCI require the D/FBIS to submit within three months of receipt of this inspection report FBIS plans for resolving the editorial staffing and typing problems of the Daily Report, pending automation.

Action: C/Ops, with assistance by C/DRD.

Considerable progress has been made in resolving the editorial staffing and typing problems of the Daily Report since the IG report was drafted. New recruiting guidelines for the Daily Report have been published and an aggressive recruiting campaign is under way. DRD personnel have developed a close working relationship with O/PPPM recruiters, which has given the recruiters a better understanding of DRD personnel needs. We have increased our parttime editorial strength. We have spaced out the overseas editorial training TDY's to insure that no more than three DRD editors will be on TDY at any one time. We are limiting DRD operational editorial assistance to the bureaus, relying instead on the larger bureaus to supply this support. And we have broadened the base from which field assignments are made to include additional qualified language officers and analysts who desire field rotations.

The question of using a pool of uncleared Agency clerical applicants to supplement current typing arrangements was examined by DRD and rejected as impractical. Typing capacity is not now a problem, especially since recent acquisition of new elite typewriters means that more JPRS typists, who use the same type machines, are available for overnight typing.

In terms of improving professionalism and morale, we have assigned a Training Officer responsibility for overseeing the orientation, training, and evaluation of new editors and for recommending appropriate training courses for all editors. A new position, that of Managing Editor, has

been established. This officer is charged with insuring closer contacts between editors and consumer offices and with maintaining and enhancing the substantive and stylistic quality of the Daily Report.

The contract for MIDAS, the new DRD automation system, was signed in late September, and Phase I is scheduled for implementation in January 1982. To ensure the strongest possible professional environment for its development, we are holding a number of experienced officers in Headquarters and assigning less experienced personnel to the field in their stead.

In light of the steps that have already been taken to meet the IG's recommendation, and with automation hard upon us, we do not believe a report on this subject from the Director, FBIS to the DDCI is required.

(2) ✓

C1. The DDS&T and D/FBIS continue their efforts to develop as rapidly as possible a remote automated monitoring system to provide coverage of areas of interest to the Intelligence Community which cannot be met from existing sites.

Action: C/Ops.

FBIS was funded in FY-80 to conduct a design study for an advanced remote system. This study is currently underway. FBIS has long recognized the need for a flexible remote automated monitoring system to fill coverage gaps. Such a system has been included in the FBIS budget plan since FY-78, but has always been cut. FBIS has coordinated closely with OC on this issue and is familiar with remote systems developed by NSA. The prototype remote system is scheduled for installation in the new FBIS monitoring unit in Islamabad, Pakistan, in FY-81. Other field deployment, e.g. in Santiago, Chile, is planned for future budget years.

(3) ✓

D3. The D/FBIS develop alternative means for covering those radio broadcasts from the USSR, East Europe, Middle East and Africa now handled by the BBC.

Action: C/Ops.

The IG team visited London during the period when the impending first wave of the Thatcher Government's heavy cuts in funding of public services was paramount in BBC's thinking. The Ambassador took an even more gloomy view of BBC's budget prospects than did BBC officials themselves. In the event, none of the threatened reductions in BBC took place. Though it is impossible to judge with any high degree of accuracy what the future holds, it is our view that BBC will continue to receive funding adequate to maintain present operations and meet inflationary adjustments, though funding for any expansion of service or new initiatives is not in the cards.

Given Britain's traditions of bellicose labor relations, the possibility of a strike by BBC employees, particularly their engineering union, cannot totally be ruled out. There have been several close calls over the past few years, but nothing really disabling to the Monitoring Service actually has taken place. The unions see no public advantage in harming the Monitoring Service, so it is likely that a strike at BBC would be only of a few hours or days duration.

In the event of a short-term strike at BBC, FBIS is in a good position to provide emergency coverage of the Middle East ~~and the exception of~~
~~the critical Tehran Broadcast Service which cannot be monitored from~~
~~existing FBIS assets~~, and could monitor the main USSR and Eastern European broadcasts from the bureau in Vienna. If circumstances warranted, the

Vienna Russian and East European language staffs could be reinforced by TDYing translators to Vienna from London Bureau's Press Monitoring Unit or from Headquarters. If the FBIS bureau in ^{Southern}~~East~~ Africa, which has been a planning objective for over three years, should become a reality in the FY-81 period, some limited backstopping of BBC's African coverage would be possible.

Beyond the measures described above, meeting the IG recommendation, as written, does not strike us as feasible. FBIS is totally dependent on BBC for a major share of the monitored information made available daily to the Intelligence Community. This situation has come about as a result of the steady reduction since 1967 of FBIS' overseas presence or the redistribution of available assets to respond to new requirements without increasing manpower. Moreover, FBIS repeatedly has been enjoined over the years, from the DCI level, to try to do more things in cooperation with foreign monitoring services and thus hold down costs by loadsharing. As a case in point, Vienna's Russian language capability has been severely cut back as more and more reliance was placed on BBC.

To develop anything remotely resembling an acceptable long-term alternative to BBC's capability for coverage of the USSR, Eastern Europe, Africa and the Middle East would require increased staffing in Vienna and at least two additional FBIS overseas bureaus, in Africa and the Middle East (we could not operate from British territory in the face of a strike), and the recruiting and retention of monitor staffs who, for all practical purposes, would be substantially underemployed. The costs of providing

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D4. The D/FBIS establish a policy that reception surveys be conducted before new FBIS bureaus are opened.

Action: C/Ops.

It is standard FBIS policy that an on-site reception survey be conducted before any new field bureau is opened. The IG team apparently formed the impression that the new bureau in Manama, Bahrain, was opened without a reception survey being carried out in advance. The FBIS operation in Bahrain was begun under intense pressure for fast action from the National Security Council and top-level Agency management in connection with the Iranian crisis.

Approval for a monitoring operation in Bahrain was received from the Bahraini government in mid-July 1979. An FBIS TDY team was sent to Manama in early August to set up temporary monitoring operations targeted on Iranian regional transmitters. In mid-August a full reception survey of the site was carried out to confirm that reception available at the site was sufficient to justify establishing a permanent bureau.

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D5. The D/FBIS take steps to improve radio broadcast coverage of Central America (particularly of El Salvador, Honduras, and Guatemala) to ensure that policymaker and analyst needs are met.

Action: C/Ops.

Significant improvements in coverage of Central America were accomplished during the past 10 months. The Chief of the FBIS Panama Bureau visited Honduras, Guatemala, El Salvador and Nicaragua to recruit local part-time contractors who would feed broadcasts of news development carried by local transmitters to the Panama Bureau, either on a real-time basis or from recordings. Leased telephone lines were arranged on a continuing basis for this purpose. In addition, the contractors obtain and mail local newspapers, which cannot be obtained on subscription on a timely basis, to Panama for processing. The contractors and their equipment are located in the U.S. embassies in the capital cities of each country. ~~During September a contractor/phone feed system was arranged at the embassy in Tegucigalpa, Honduras, and will be activated shortly.~~ Consumer response to these developments in the Intelligence Community has been enthusiastic.

FBIS expects, in the FY-83 timeframe, slowly to replace these remote monitoring arrangements with a new, automated remote system now under development. This new system would rely on either the SC-3 SKYLINK terminal or an FBIS-developed meteor scatter communications system. Feasibility studies for both approaches will be completed in the FY 81-82 period.

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D9. The D/FBIS institute a system for providing regular feedback to field bureaus on the substantive and editorial quality of their reporting.

Action: C/Ops, with assistance from C/DRD.

The Managing Editor, a newly created position in the Daily Reporting Division, has been given responsibility for guidance to the field. A program has been established ~~that will~~^{which} provide^s regular guidance to the bureaus on the substantive and editorial quality of their files.

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D17. The D/FBIS issue unclassified written directives defining the authority of foreign national associate editors, including policy guidance to enable them to cope with most of the selection and dissemination problems that might arise while they are exercising their responsibilities.

Action: C/Ops.

provides revised unclassified guidance on the duties and responsibilities of foreign national associate editors.

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(p. 65, Ops Group) The D/FBIS continue to address and seek to improve the staffing and morale of its Communications, Field Coverage, and Engineering Staffs.

Action: C/Ops.

FBIS has never faltered in seeking to improve staffing and morale in its Communications, Field Coverage and Engineering staffs and significant progress has been made during the past year in both areas.

Several new officers who were seeking a career change were transferred into FCS from within FBIS, notably ~~from~~^{from} the Communications Center. These officers are now undergoing Headquarters training but are woefully in need of field cruising experience. An ambitious series of training and cruising TDY's have been planned for FY-81 to bring these new FCS employees up to full professional competence. However, stringent controls over travel funds may prove to be a barrier to full attainment of this goal. In addition FBIS has established a new full-time staff cruising position at Tel Aviv Bureau. This position has been filled by one of the new transfers from Communications Center and it is expected that he will provide cruising support on call to the other Middle East bureaus as well as to Tel Aviv.

In the Engineering Design and Support Staff, a major step forward was completed last year by the assignment of a senior OSO officer to the position of Chief, Engineering Design and Support Staff on a rotational basis. This move was a major force behind a marked upturn in morale and staff confidence. This officer brought into FBIS a dynamic and imaginative approach to FBIS technical problems. Owing to his personal qualities and his contacts with industry and throughout the Agency and

other parts of the Government, he has completed a major overhaul of FBIS engineering philosophy and planning and has developed roadmaps for the forward movement of our engineering projects for the next several years. Among these achievements is the development of the fully automated remote monitoring system. The ^S~~inclusive and~~ forward looking management has gone far to raise morale in the Engineering Design and Support Staff. Moreover, aided somewhat by a depressed employment market, he has been able to recruit a number of talented junior technical officers who are beginning careers in FBIS.

There is, however, no escaping the fact that morale and replacement of essential skills in the Communications, Field Coverage and Engineering staffs continues and will continue to be adversely affected by the PMCD regradings of 1977.. Communications Center's grade structure ^{capped at GS-8,} offers little in the way of career incentive or upward mobility, and morale in Field Coverage Staff and in the Engineering Design and Support Staff have still not recovered from the devastating effects of the PMCD review and downgradings. We are continuing to discuss the engineering positions with PMCD but with no visible progress and no progress whatsoever has been made with the FCS positions. The low grades assigned to these staffs will continue to provide disincentives for our employees, to affect morale and to adversely impact on our ability to compete for qualified personnel to fill positions which fall vacant.

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1. C/London Bureau institute a standardized editorial policy at London Bureau.

Developing a standardized editorial policy for London Bureau has been studied and determined to be impractical. We believe the IG may have been attracted by the fact that London Bureau's Press Monitoring Unit (PMU) has a fairly structured editorial policy and may have felt something similar could be usefully applied to relieve pressure in the editorial room. The two operations are essentially quite dissimilar and thus follow dissimilar editorial procedures.

The PMU deals with a finite number of countries and sources and source content can be predicted with a reasonable degree of accuracy. Specialization is the rule. There is no shift work and time pressure is considerably less than in the editorial room. PMU also is backstopped by FBIS Headquarters which receives the same source materials.

In contrast, London's editors do not have the opportunity to specialize as do personnel in the PMU or editors at smaller bureaus with more limited coverage areas. London Bureau has responsibility for covering some 50 countries and 300 sources. Over two-million words of translated material are filed to Washington and lateral consumers each month. The editorial room is open around the clock every day of the year. Information arrives from BBC constantly, randomly and unpredictably depending upon breaking world events. Thus editors are required to work in a fast moving environment which demands high flexibility. The editor who is working on Soviet copy one minute may find himself in the next minute ~~working on~~ *covering a coup*

in Uganda, where a coup has just taken place. There is no backstopping and once an item has been allowed to go by it ~~usually cannot be recovered~~ *volume is so great that recovering a discarded item is a major operation.*

Substantial formal and ad hoc requirements and guidance are made available by Headquarters and bureau management to guide editors in their selection and reporting on events from their extended coverage area. But the very breadth and nature of London/BBC's broadcast coverage of rapidly changing international situations requires editors often to act in advance of receiving written guidance, relying on common sense, their knowledge of current events and basic selection criteria acquired through training and experience, and understanding of Community needs.

A single document combining or consolidating existing guidance and requirements would either be so detailed and cumbersome as to be impractical to work with or would be so general as to be virtually useless as guidance. In any case it would be relatively obsolete before it even reached the editorial desk. There is moreover a constant interplay, by wire, between London and Headquarters and other field bureaus to coordinate coverage and to receive new requirements and delete inactive ones. The London editorial room is a very dynamic operation.

Since the IG inspection, London Bureau's editorial assistants have been advanced to the status of full associate editors working shifts and performing all regular editorial duties. This has increased flexibility in the editorial room and has resulted in a lessening of pressure on the bureau's U.S. editorial staff.

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3. The C/London Bureau improve compliance awareness at London Bureau, partly by maintaining a policy guidance folder to be read by all newly arriving staff members and at least annually by all U.S. employees.

A compliance policy guidance folder has been made up and is circulated to all Staff employees as mandatory reading twice a year. In addition, all new policy guidance documents are made available to the Staff through the editorial reading file shortly after receipt. These are later added to the circulating folder.

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7. The D/FBIS and C/Tel Aviv Bureau continue efforts to improve reception from remote sites in Israel.

Efforts to improve reception from the remote sites in Israel have continued since the IG inspection. A Staff cruising officer has been assigned to ~~the~~ Tel Aviv Bureau and ~~plans are being readied~~ a through reception survey ~~will be~~ of both sites ~~will be~~ ^{was} carried out by this officer and the Nicosia Bureau cruising monitor in November.

The Israeli Ministry of Communications has ~~acknowledged~~ agreed to expansion of the remote operation, including the installation of additional equipment, and ^{their} PTT has acknowledged the bureau's request for additional phone lines to move ahead on the project. The exact final configuration of the bureau's remote systems will be decided after the results of the cruising survey ^{have been analyzed,} ~~can be examined.~~

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10. The D/FBIS and Chief/Jordan Bureau ensure that all staff editors are familiar with Executive Order 12036 and with the new grievance procedures under [] and that all bureau employees are aware of appropriate FBIS grievance channels.

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The relevant documents were circulated to all employees in September 1979 and have been circulated on a semi-annual basis since that date..

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13. The D/FBIS ensure that reception from prospective antenna sites in northern Greece be tested as extensively as possible before any plans to set up a permanent bureau are implemented.

Plans to establish a permanent bureau in Greece have been abandoned and the FBIS unit in Athens will be closed shortly after the beginning of 1981 and the coverage transferred to the Nicosia Bureau.

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14. The C/Athens Unit be required to prepare fitness reports on the unit's foreign employees.

Fitness reports (PAR's) were completed in October 1979 and ^{are} ~~will~~
^{now} be prepared annually.

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16. The D/FBIS direct that ground rules be worked out with the State Department as soon as possible regarding the recruitment and mangement of FBIS local employees and U.S. dependents in Asuncion that meet FBIS' needs and advise the bureau and Embassy.

(Admin to provide writings)

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17. C/Abidjan Bureau continue efforts to improve reception of radio programs currently covered and to establish coverage of countries whose radios are not presently heard in Abidjan. This may require remote access to the Ivory Coast antenna array and cruising monitorial assistance from FBIS Headquarters.

The IG team's visit to Abidjan occurred only two months after the bureau's move into permanent quarters and prior to completion of the full antenna array. Since ~~their~~^{then} visit extensive improvements and enlargement of the bureau's antenna systems have taken place and the following countries have been added to the bureau's daily coverage: Mauritania, Congo, the Central African Republic and Chad. In addition, coverage of Sierra Leone and Liberia has been substantially improved.

Negotiations with the Ivory Coast Government for use of their PTT antenna field are continuing. FBIS' initial request was turned down, but the matter is being pursued with, we feel, reasonable prospects of success.

~~The FY 81 program plan calls for establishment of remotely tuned monitoring systems in Senegal, presently poorly heard in Abidjan, and possibly Gabon (funds permitting), which should improve or establish coverage of Senegal, Congo, Zaïre and Angola, and possibly some North African transmitters as well.~~

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18. The D/FBIS instruct the Chief, Operations Group, in consultation with the Chief, Analysis Group and key consumers, to determine whether Hong Kong Bureau may do more excerpting from PRC press articles on which full texting is not mandatory.

Action completed. Hong Kong Bureau understands and exercises its latitude to excerpt any PRC press article on which full texting is not mandatory. An SOP has been regularized for Analysis Group guidance, coordinated through Operations Group, to assist the bureau in gearing processing to the needs of key consumers.

29

19. Chief, Seoul Bureau arrange to provide formal English training for foreign national employees, as needed.

In progress. English language training has been provided for the foreign national staff on a one hour per day, five days per week basis, under contract with a local English language training institute.